



CHAIRMAN OF THE JOINT CHIEFS OF STAFF INSTRUCTION

J-7

DISTRIBUTION: A, B, C, J

CJCSI 3141.01A
15 February 1999

RESPONSIBILITIES FOR THE MANAGEMENT AND REVIEW OF OPERATION PLANS

References: See Enclosure E.

1. Purpose. This instruction establishes responsibilities and procedures for the management and review of operation plans submitted to the Chairman of the Joint Chiefs of Staff.
2. Cancellation. CJCSI 3141.01, 6 November 1996, is canceled.
3. Applicability. This instruction applies to the Joint Staff, Services, and Defense agencies responsive to the Chairman of the Joint Chiefs of Staff in regard to the management and review of operation plans.
4. Policy. The Chairman of the Joint Chiefs of Staff reviews and approves operation plans specified in the Joint Strategic Capabilities Plan (JSCP), reference a, in accordance with 10 USC, reference b. Operation plan development is contained in reference c. Additional policy guidance is provided in references c through f and Enclosure A.
5. Responsibilities. Responsibilities for the management and review of operation plans are outlined in Enclosure B.
6. Procedures. Guidelines for the review of operation plans are provided in reference g. Overarching planning principles can be found in references h and i.
7. Summary of Changes
 - a. Updates references and procedures for deliberate plan review.

b. Clarifies J-3 Command Systems Operations Division (CSOD) responsibilities regarding TPFDD data accessibility and reporting during plan execution.

8. Releasability. This manual is approved for public release; distribution is unlimited. DOD components (to include the combatant commands), other Federal agencies, and the public may obtain copies of this manual through the internet from the CJCS Directives Home Page – <http://www.dtic.mil/doctrine/jel/cjcsd.htm>. Copies are also available through the Government Printing Office on the Joint Electronic Library CD-ROM.

9. Effective Date. This instruction is effective upon receipt.

For the Chairman of the Joint Chiefs of Staff:

A handwritten signature in black ink, appearing to read 'V.E. Clark', with a stylized flourish at the end.

V.E. CLARK
Vice Admiral, U.S. Navy
Director, Joint Staff

Enclosures:

- A -- Policy Guidance
- B -- Responsibilities
- C -- Operation Plan Review Process
- D -- Outline for Summary of Plans Report
- E -- References

ENCLOSURE A

POLICY GUIDANCE

1. General Standards. The general criteria for approval of an operation plan are adequacy, feasibility, acceptability, and consistency with joint doctrine. Reviewers will comment on any serious deficiencies as defined in reference c in major areas, such as the statement of the hostile threat; concept of operations; force capabilities, (including manpower, logistic, and mobility support); and operational or logistic feasibility. These standards are defined below, (See reference h for more information).

a. The review for adequacy determines whether the scope and concept of planned operations satisfy the tasking and will accomplish the mission. The review assesses the validity of assumptions and compliance with CJCS guidance and joint doctrine.

b. The review for feasibility determines whether the assigned tasks can be accomplished using available resources within the time frames contemplated by the plan. The primary considerations are whether the resources made available for planning by the JSCP and Service planning documents are used effectively or are insufficient to satisfy plan requirements.

c. The review for acceptability ensures the plans are proportional and worth the expected costs. Additionally, this criteria ensures plans are consistent with domestic and international law, including the law of war, and are militarily and politically supportable. Combining the criteria of feasibility and acceptability, the review ensures the mission can be accomplished with available resources and without incurring excessive losses in personnel, equipment, material, time, or position.

d. Operation plans will comply with joint doctrine as stated in the Joint Doctrine Publication System. Incorporation of appropriate joint doctrine when preparing operation plans facilitates crisis action planning and the execution of operations.

e. Operation plans lacking required annexes in accordance with reference c will not be reviewed until the missing elements are received. The originating commander will be notified that the review is being held in abeyance pending receipt of the missing elements.

2. Review of Combined Plans. When practicable, combined plans will be reviewed in the same manner as unilateral plans. The review process should be sensitive to the other nation's political, cultural, and bureaucratic requirements and their internal plan review procedures. The report should provide for the resolution of divergent bilateral views on a consultative basis through the appropriate military channel.

3. Procedures for Review of Changes to Operation Plans. Upon receipt by the Joint Staff, changes to operation plans will be referred to the appropriate office of primary responsibility (OPR) for review according to the provisions of this publication.

ENCLOSURE B

RESPONSIBILITIES

1. General. The Director for Operational Plans and Interoperability (J-7) is responsible for the Deliberate Planning Process, in collaboration with appropriate directorates of the Joint Staff. Specific responsibilities, though not all-inclusive, are summarized in the following subparagraphs.

a. The Directors, J-5 and J-8, provide strategic guidance, policy, planning assumptions, and force apportionment through the JSCP.

b. The Director, J-7, has overall responsibility for conventional deliberate planning, from CINC's Strategic Concept review through approval and subsequent maintenance of the operation plans. J-7 will ensure all required annexes are submitted simultaneously with the basic plan.

c. The Director, J-3, oversees the execution of operations.

d. The Director, J-4, monitors deployment and sustainment.

2. Exceptions

a. The Director, J-3, is responsible for counterproliferation, counterdrugs, counterterrorism, reconnaissance, special operations (SO), psychological operations (PSYOP), information operations (IO), civil affairs (CA), theater nuclear operations, the Single Integrated Operation Plan (SIOP), and special technical operation plans, plus their development, management, and review.

b. The Director, J-5, is responsible for the conduct of politico-military initiatives that lead to expanded military planning. When these planning initiatives are developed as a CINC's Strategic Concept, J-7 assumes responsibility for concept review and plan development.

c. The Director, J-6, is responsible for information assurance and, where practicable, support to the defensive aspects of IO. The J-6 is also responsible for the management and review of continuity of operation plans (COOP), with the exception of the CJCS COOP, for which the National Military Command System, J-3, is responsible.

d. Canada – United States (CANUS) plans are reviewed by the Secretary of the CANUS Military Cooperation Committee. The Director, J-5, is responsible for actions derived from the committee and the CANUS Basic Security Document (MCC-100-35). CANUS plans involving the defense of North America and submitted to the Joint Staff for review and/or approval are assigned to J-7, Conventional War Plans Division.

e. The Military Secretary, US Delegation, Inter-American Defense Board (IADB), will review plans submitted by the IADB and the Joint Mexican-United States Defense Commission and determine whether further review by the Joint Staff is necessary.

3. Plan Management and Review. Plan management and review are assigned to the OPRs and secretariats as follows:

a. Joint Secretariat. Issues directives and, if desired by the OPR for the review, distributes plans to the Joint Staff directorates, Services, and appropriate Defense agencies based on standard distribution lists.

b. Military Secretariats. Distribute plans to designated offices.

c. J-7 Conventional War Plans Division

(1) Coordinates the Joint Operation Planning and Execution System (JOPES) deliberate planning process for all operation plans tasked by the JSCP, except as noted above. This includes the review of the CINC's Strategic Concept, TPFDD refinement, and the final plan review.

(2) Serves as the OPR for all conventional operation plans, bilateral military plans, and military plans of international treaty organizations unless specifically designated otherwise.

(3) Maintains and disseminates information on the current status of planning tasks assigned by JSCP or other directives.

(4) Coordinates, publishes, and revises the planning schedules for Joint Staff review of CJCS-approved operation plans and TPFDD refinement conferences following publication of the JSCP.

(5) Maintains and disseminates the Summary of Plans Report (Enclosure D). The following procedures apply to the preparation and maintenance of the report:

(a) The Summary of Plans Report will be updated on a semiannual basis or when significant changes occur in the operation plans.

(b) The summary will be distributed, in accordance with the approved distribution list, as sensitive information, through the J-7 Military Secretariat. Distribution records will be maintained and a continuous recording system will be used to account for each copy.

(6) Acts as liaison to the Under Secretary of Defense for Policy for the policy review of JSCP-tasked operation plans.

(7) As OPR for references e and f, recommends policies and procedures for joint operation planning.

(8) Maintains and provides guidance to the Joint Staff, Services, and Defense agencies for the review of plans through reference g.

d. J-2 Directorate for Joint Staff Support (J2J). Coordinates Defense Intelligence Agency (DIA) review of operation plans. Serves as the point of contact (POC) for Joint Staff coordination between plan OPR and DIA.

e. J-3 Command Systems Operations Division. As OPR for references c and d, provides guidance and procedures for JOPES automated data processing (ADP) support. Ensures JOPES includes appropriate guidance to ensure review of plans and ROE for compliance with the law of war.

f. J-3 Joint Operations Division

(1) Serves as the POC for:

(a) All separately issued plans and command publications involving foreign disaster relief, freedom of navigation, and military operations in or near politically sensitive areas.

(b) Selected operation plans.

(c) Operational matters concerning military support of civil defense, civil disturbances, and civil emergencies.

(2) Serves as the POC for all operational matters pertaining to chemical warfare and chemical defense.

(3) Serves as the POC for all actions related to the NATO Precautionary System.

(4) Serves as the POC for plans involving prisoner of war and missing in action issues.

(5) Serves as the OPR for review of ROE policy in operation plans.

g. J-3 Counternarcotics Division. Serves as the POC for the review of CJCS-approved unilateral and binational plans and annexes pertaining to counterdrug operations.

h. J-3 Reconnaissance Operations Division. Serves as the POC for reconnaissance, surveillance plans and deployment orders (air, surface, and subsurface).

i. J-3 Special Operations Division

(1) Serves as the POC for the review of all separately issued operation plans developed under the Deliberate Planning Process specifically associated with counterterrorism, counterproliferation, SO, PSYOP, and CA.

(2) Collaborates with OPR on the review of operation plans and appendixes that contain counterterrorism, counterproliferation, SO, PSYOP, and CA issues.

(3) Through the Secretary, Joint Staff, arranges for the distribution of certain plans to the Central Intelligence Agency.

j. J-3 Special Technical Operations Division

(1) Serves as the POC for special technical operation plans and reviews OPSEC annexes and deception appendixes.

(2) Collaborates with the OPR on the review of plans and appendixes to plans pertaining to special technical operations.

(3) Participates in the review of all applicable portions of operation plans concerning electronic warfare (EW), IO, and command and control warfare (C2W); and in the review of EW, counter-C2W, and command, control, and communications (C3) protection appendixes to operation plans.

k. J-3 NMCS Operations Division. Serves as the OPR for the CJCS COOP, OSD, and higher level emergency plans and all plans related to the Joint Emergency Evacuation Plan and Joint Air Transportation System.

1. J-3 Nuclear Operations Division. Serves as the OPR for:

(1) Plans pertaining to current SIOP execution, reporting, and monitoring.

(2) Plans dealing with the safety and physical security of nuclear weapons, including storage criteria, custodial requirements, emergency evacuation or movement, emergency destruction, and recovery of lost or stolen weapons.

(3) Plans, annexes, and appendixes involving the employment of nuclear weapons.

(4) Plans pertaining to conventional employment of strategic offensive weapon systems.

(5) Plans containing provisions for nuclear and conventional operations tasking SIOP-committed forces.

m. J-3 Defense and Space Operations Division. Serves as OPR for:

(1) Plans or portions of operation plans pertaining to the use of satellite or other space systems for mission planning and execution.

(2) Operational matters pertaining to Integrated Tactical Warning and Attack Assessment for the CONUS and Integrated Tactical Warning for the theater commander.

n. J-4 Sustainability, Mobilization, Plans and Exercises Division (J-4 SMPED). Serves as the primary Joint Staff J4 POC for all plan reviews. Coordinates with other J-4 divisions and sections to review applicable

portions of the plans concerning sustainment, mobilization, mobility, deployment, logistics systems, engineering, and medical readiness.

o. J-5 Strategy Division. Serves as the Joint Staff OPR for the development and approval of the JSCP, which initiates the deliberate planning process. In collaboration with the J-5's Political and Military Affairs Division, this division reviews all operations plans tasked in the JSCP for CJCS approval.

p. J-5 Division of Politico-Military Affairs. Manages and monitors all J-5 operation plan reviews for politico-military aspects and provides plans for review to all appropriate J-5 divisions.

q. J-5 Nuclear and Counterproliferation Division. Serves as the Joint Staff policy POC for, and participates in the review of, all applicable portions of operation plans concerning nuclear, biological, and chemical defensive measures and riot control agents.

r. J-5 Policy Division. Serves as the Joint Staff policy POC for, and participates in the review of, all applicable portions of operation plans concerning non-lethal weapons issues.

s. J-6B US Military Communications-Electronics Board Spectrum Division. Serves as the Joint Staff POC for, and participates in the review of, all applicable portions of operation plans concerning the Joint Spectrum Center and management of frequency spectrum.

t. J-6T Networks Division. Serves as the Joint Staff POC for, and participates in the review of, all applicable portions of operation plans concerning terrestrial connectivity and the Defense Information System Network (DISN). Also participates in the review of all applicable portions of operation plans concerning the adequacy of network support.

u. J-6U Unified Command C4 Support Division. Designates the appropriate POC for COOPs for the unified commands, not including the CJCS COOP.

v. J-6K Information Assurance Division. Serves as the Joint Staff POC for, and participates in the review of, all applicable portions of operation plans concerning information assurance. Also participates in the review of all applicable portions of operation plans concerning the defensive aspects of IO.

w. J-6Z Contingency Support Division. Responsible for staff actions relating to the C4 aspects of crisis, contingency, or emergency situations. J-6Z supports the J-3 NMCC Division in review of NCS plans and other Federal agency plans pertaining to crises, contingencies, or emergency situations. J-6Z also supports J-6U in review of C4 portions of CINC operation plans.

x. J-8 Forces Division. Responsible for the apportionment of forces for deliberate planning in the JSCP and monitoring the force apportionment and force allocation in all operation and contingency planning. Responsible for the assignment of forces to the CINCs via the "Forces For Unified Commands" memorandum. In collaboration with this directorate's Warfighting Analysis Division, this division reviews all operation and contingency plans tasked in the JSCP for CJCS approval.

y. Office of the Chairman of the Joint Chiefs of Staff/Legal Counsel (OCJCS/LC). Responsible for conducting the legal review of operations plans. Ensures that operations plans are legally consistent with the law of war, other international law obligations of the United States, and US domestic law and policy requirements.

4. OPR Responsibilities

a. Reviews operation plans according to the procedures prescribed in references c through f.

b. Reviews planning tasks and force apportionment guidance included in the JSCP or other appropriate CJCS directives and recommends new planning tasks or deletions when appropriate.

c. Ensures the originating headquarters takes timely and appropriate action to revise or prepare new plans as required by the JSCP or other CJCS directives.

d. Ensures operation plans submitted for review conform to applicable policies regarding content, completeness, format, coordination, and distribution.

e. Ensures plans submitted for review are referred to all appropriate directorates, Services, and Defense agencies for comment or concurrence.

f. Prepares and coordinates a report of the plan review to the Chairman, including execution critical and substantive comments of all reviewing Joint Staff directorates, Services, and Defense agencies.

g. Maintains appropriate files and records pertaining to the review of plans.

h. Monitors operation plans requiring TPFDD refinement and maintenance. This is accomplished in coordination with the J-33 CSOD and supported by the Defense Information Systems Agency Joint Staff Support Center (DISA/JSSC) JOPES Functional and Technical Database Managers.

i. Develops and maintains files for briefing operation plans to the National Command Authorities and the Chairman. Such files should contain a briefing text, visual aids, and other pertinent information.

j. Supports requirements of the command centers of the NMCS to provide short-notice briefings of plans. Specifically:

(1) Develops, maintains, and forwards to each of the NMCS command centers (i.e., the NMCC, NMCC Site R, and National Airborne Operations Center) plan summaries to be used as executive summaries by senior decision makers and the command centers in the format in Enclosure D.

(2) Responds to requests from the NMCS Deputy Director for Operations or the NMCC Deputy Director for Operations to provide, on a temporary basis, complete copies of plans.

k. Informs appropriate US liaison representatives to international military headquarters of the number of copies of military plans prepared by those headquarters required for US review.

l. Provides advice and assistance to the combatant commands on operation planning matters.

m. Ensures appropriate Joint Staff representation at TPFDD refinement conferences.

5. Supporting Organization Responsibilities. The Joint Staff, Services, and Defense agencies will assist OPRs in reviewing operation plans. Guidance for review of deliberate conventional operation plans is

contained in reference g. Comments will be submitted in categories defined in reference c, and in line-out/line-in format presented in reference k.

6. JOPES Force and Deployment Data

a. Requirement for TPFDD. All TPFDDs will be submitted in automated format and reviewed as an integral part of the operation plan.

b. Responsibilities

(1) J-7/CWPD Planning Systems Branch. Reviews plans to ensure they are developed in compliance with JOPES procedures and formats.

(2) J-3 Command Systems Operations Division

(a) Coordinates with DISA/JSSC to ensure operations plans databases are distributed to appropriate sites.

(b) In coordination with DISA/JSSC, provides analytical and summary data from the operations plans databases during the review and other assistance requested by the Joint Staff.

(c) Serves as the Joint Staff primary POC for accessing TPFDD data during plan execution. Provides analytic and summary reports, and other assistance required by the Crisis Action Team during execution.

(3) J-3 Nuclear Operations Division. Serves as the POC for nuclear munitions TPFDD files.

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ENCLOSURE C

OPERATION PLAN REVIEW PROCESS

The process for review of operation plans and CINCs' Strategic Concepts is as follows (specific guidance for conducting the review can be found in reference g):

- a. The Joint Secretariat refers the plan to the appropriate directorate having OPR for review.
- b. The Military Secretary for the directorate having OPR will assign plan reviews in accordance with Enclosure B.
- c. Following referral, the directorate with OPR publishes and provides a directive to the Joint Staff Directorates, Services, and Defense agencies that assist in the review.
- d. The OPRs, supporting Joint Staff directorates, Services, and relevant Defense agencies review the plan according to guidance found in reference g. All reviewing Joint Staff directorates, Services, combat support agencies, and other reviewing agencies provide their comments directly to the OPR for consolidation.
- e. The Services evaluate and determine the availability of logistic resources and the overall logistic and mobilization feasibility of the plan. The CINC will prepare Logistics Sustainability Analyses (LSAs) for each OPLAN and CONPLAN with TPFDD. The LSAs will address the sustainability for the four pillars (materiel, support forces, infrastructure, and lift). Detailed guidance on preparation of LSAs can be found in reference 1. J-4 is responsible for providing a statement of logistic feasibility, including shortfalls and expected problems to the OPR and a copy to J-8.
- f. The action officer assembles the comments submitted by the Joint Staff, Services, and other reviewing Defense agencies and prepares a response to the supported commander in accordance with references c, e, and j.
- g. Following the review, the OPR monitors the actions of originating commands in complying with modifications to plans directed by the Chairman of the Joint Chiefs of Staff. Appropriate inquiry will be

made when the time for incorporation of such modification exceeds the time prescribed by reference c.

ENCLOSURE D

OUTLINE FOR SUMMARY OF PLANS REPORT

WORKING PAPER

CLASSIFICATION

CURRENT AS OF:

PLAN NO.
PLAN SHORT TITLE
PLAN LONG TITLE (CLASSIFICATION)

1. () Purpose or Mission.
2. () Major Considerations.
3. () Key Assumptions.
4. () Concept of Operations.
5. () US Forces.

OPR: _____

POC: (Name) & (Telephone No.)

Classified By:
Reason:
Declassify On:

INTERNAL STAFF PAPER
RELEASE COVERED BY CJCSI 5714.01

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ENCLOSURE E

REFERENCES

- a. CJCSI 3110.01C, 16 October 1998, "Joint Strategic Capabilities Plan FY 1998"
- b. Title 10, United States Code, 31 December 1988, "Armed Forces" (as amended through December 31, 1996)
- c. Joint Pub 5-03.1, 4 August 1993, "Joint Operation Planning and Execution System, Volume I, Procedures Description, (Planning, Policies, and Procedures)"
- d. CJCSM 3122.02, 9 December 1994, "Crisis Action Time-Phased Force and Deployment Data Development and Deployment Execution"
- e. CJCSM 3122.03, 1 June 1996, "Joint Operation Planning and Execution System, Volume II, Planning Formats and Guidance"
- f. CJCSM 3122.04, 1 June 1996, "Joint Operation Planning and Execution System, Volume II, Supplemental Planning and Execution Formats and Guidance"
- g. CJCSM 3141.01A, 15 September 1998, "Procedures for the Review of Operation Plans"
- h. Joint Pub 5-0, 13 April 1995, "Doctrine for Planning Joint Operations"
- i. CJCSI 5810.01, 12 August 1996, "Implementation of the DOD Law of War Program"
- j. CJCSI 5711.01, 12 July 1993, "Policy on Action Processing"
- k. JSM 5711.01 with Change 1, 20 December 1995, "Joint Staff Correspondence Preparation"
- l. CJCSI 3110.03, 3 May 1995, "Logistics Supplement to the Joint Strategic Capabilities Plan"

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